

4.6 PUBLIC SERVICES

INTRODUCTION

This section of the EIR addresses the public facilities in Fresno County, including law enforcement, fire protection and emergency services, parks and recreation, schools, solid waste, and libraries.

The following discussions of potential impacts to public services are based on the population and employment estimates for the Proposed Project (see Chapter 2, Project Description). The analyses also consider impacts from the shift of some areas and population from unincorporated to incorporated areas of the County. Although the overall population will increase, this shift could result in future populations in unincorporated areas that are lower than the existing populations. This would reduce the demand for County services, such as Sheriff's patrol and County Fire Districts protection. However, it would also reduce the funding from taxes provided to these services.

PLAN ELEMENTS

The following are general public services goals, policies and programs from the Draft General Plan that would apply to all the public services analyzed in this section.

Fresno County Draft General Plan

General Public Facilities and Services

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| Policy PF-A.1 | The County shall ensure through the development review process that public facilities and services will be developed, operational, and available to serve new development. The County shall not approve new development where existing facilities are inadequate unless the applicant can demonstrate that all necessary public facilities will be installed or adequately financed and maintained (through fees or other means). (See Policy LU-H.1) |
| Policy PF-A.5 | The County shall oppose the creation of new governmental entities within cities and their spheres of influence and will support efforts to consolidate existing special purpose districts. |
| Policy PF-A.6 | The County shall encourage the cities to consult the County on policy changes which may have an impact on growth or the provision of urban services. |

Funding

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| Policy PF-B.1 | The County shall require that new development pay its fair share of the cost of developing new facilities and services and upgrading existing public facilities and services; exceptions may be made when new development generates significant public benefits (e.g., low income housing) and when alternative sources of funding can be identified to offset foregone revenues. |
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Policy PF-B.2	The County shall seek broad-based funding sources for public facilities and services that benefit current and future residents of the county.
Policy PF-B.3	The County shall require that future development pay the costs of mitigating impacts on existing County facilities to the extent capacity is provided through existing infrastructure networks.
Policy PF-B.4	The County shall require a public financing plan be in place to ensure that all required public improvements are adequately funded and provided in a timely manner.
Policy PF-B.5	The County shall ensure that public financing be equitable, financially feasible, and consistent with County guidelines, policies, and existing fee programs.
Policy PF-B.6	If the County forms public financing districts, the County shall efficiently utilize bond proceeds, subject to the requirements of the County's policy for the use of public financing for private development projects.
Policy PF-B.7	The County shall allocate the cost of public improvements to all benefitting properties and, to the extent that a landowner is required to pay for facility oversizing, the County shall utilize reimbursement mechanisms to maintain equity among all benefitting property owners.

LAW ENFORCEMENT

ENVIRONMENTAL SETTING

Background information regarding public services can be found in Chapter 5, Facilities and Services, of the *Fresno County General Plan Background Report (Background Report)*. Chapter 5.6, which describes law enforcement services in Fresno County, is hereby incorporated by reference and summarized below.

The Fresno County Sheriff's Department serves the unincorporated population of Fresno County with 329 sworn officers for a ratio of 1.09 officers per 1,000 residents. The Sheriff's Department has 544 non-sworn clerical and support people. According to the *Background Report*, the Fresno County Sheriff's Department considered the most pressing concerns to be a critical lack of bed space in the County jail, increasing numbers of call for service with no commensurate increase in patrol staff, and a critical lack of patrol vehicles. In addition, comments received on the Notice of Preparation (NOP) included existing concerns about the amount of time it takes for a deputy to respond in the mountain area.

REGULATORY SETTING

There are no specific federal or State regulations pertaining to police protection that would reduce environmental impacts associated with the Proposed Project. The planning goals and policies of the Draft General Plan relating to law enforcement are discussed below.

PLAN ELEMENTS

By 2020, the County's population is projected to increase to approximately 1,115,000, including a population in unincorporated areas of 143,000. The Draft General Plan includes an Economic Development Strategy to increase employment within the County. Most of this growth would occur in incorporated areas, and city spheres of influence, which would increase the service area of local police departments and decrease the service area of the County Sheriff's office.

The following policies from the Draft General Plan (December 27, 1999 version) apply to police protection services:

Law Enforcement

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| Policy PF-G.1 | The County shall ensure the provision of effective law enforcement services to unincorporated areas in the County. |
| Policy PF-G.2 | The County shall identify and establish funds for acquisition of adequate sheriff facility sites in unincorporated locations of the County. |
| Policy PF-G.3 | The County shall require new development to pay its fair share of the costs for providing law enforcement facilities and equipment to maintain service standards. |
| Policy PF-G.4 | The County shall provide police support to adequately maintain its service standards, within the County's budgetary constraints. |
| Policy PF-G.5 | The County shall promote the incorporation of safe design features (e.g., lighting, adequate view from streets into parks) into new development by providing Sheriff Department review of development proposals. |

IMPACTS AND MITIGATION MEASURES

Method of Analysis

The current ratio of approximately 1.09 officers per 1,000 residents was applied to the projected 2020 population of 142,492 residents within the unincorporated area of the County.

Standards of Significance

Implementation of the Draft General Plan would result in a significant impact if it:

- would allow new development without increases in staffing and equipment needed to maintain acceptable levels of service; or
- would result in a substantial need for new, altered, or expanded police protection services not met by the Proposed Project.

Impacts and Mitigation Measures

4.6-1 Development under the Draft General Plan would increase the demand for protection from the Fresno County Sheriff's Department.

By 2020, the population in the unincorporated areas of the County is projected to increase by approximately 25,500. The increased population would require an increase in the number of sworn officers assigned to patrol and investigative duties. To meet the current ratio of 1.09 officers to residents, an increase of 25,500 residents would require approximately 28 additional patrol officers. It should be noted that the projected increase in population for the unincorporated portions of the County would be identical with or without the project (approximately 25,500). In addition, the Proposed Project would include new commercial buildings in the unincorporated areas of the County, which would need to be served by the Sheriff's Department.

General Plan Policies PF-G.1 through PF-G.5 would ensure that adequate facilities and funds are provided to serve residents in unincorporated areas of the County. Policies PF-G.1 and PF-G.2, in particular, address the adequate provision of services in unincorporated areas. These areas include rural and mountainous portions of Fresno County, which are currently areas of concern for timely service. Future buildout in these areas should be accompanied with additional sheriff facilities. Policy PF-G.5 would allow Sheriffs' Department input into new development design to promote safe design features by reviewing Specific Plans, Community Plans, and tentative maps.

Adherence to the General Plan policies and local regulations would ensure that adequate sheriff protection is provided to serve residents in the unincorporated areas of Fresno County. Therefore, this would be considered a ***less-than-significant impact***.

Mitigation Measures

4.6-1 *None required beyond Draft General Plan Policies PF-G.1 through PF-G.5.*

4.6-2 Development under the Draft General Plan would increase the demand for police protection in incorporated jurisdictions of the County.

By 2020, the increase in population is projected to be approximately 318,600 people in incorporated portions of the County. This increase would result in a need for additional police protection in incorporated jurisdictions. The need for additional police protection services would be provided by the incorporated cities. The ratio of police personnel to resident would vary as would policies and approaches to ensure adequate police protection service. New development would contribute revenues from property taxes to each jurisdictions general fund. This revenue could be used to fund additional law enforcement services, if deemed necessary, in each jurisdiction. However, the County cannot control the funding or implementation timing of adequate police protection services in incorporated cities of the County; therefore, the impact would be ***significant*** within those jurisdictions.

Mitigation Measures

4.6-2 *No mitigation is available to the County to reduce this impact.*

FIRE PROTECTION AND EMERGENCY SERVICES

ENVIRONMENTAL SETTING

Background information regarding public services can be found in Chapter 5, Facilities and Services, of the *Fresno County General Plan Background Report (Background Report)*. Chapter 5.6, which describes fire protection services in Fresno County, is hereby incorporated by reference and summarized below.

The unincorporated areas of Fresno County are served by the Fresno County Fire Protection District (FCFPD), North Central Fire Protection District, Orange Cove Fire Protection District, Bald Mountain Fire Protection District, Laton Community Service District, Riverdale Public Utilities District, County Service Area 31B (Shaver Lake), and the California Department of Forestry and Fire Protection (CDF).

These Districts include a combined total staffing of approximately 220 full-time and 445 volunteer personnel. The FCFPD response standard is five minutes in commercial and residential areas near Fresno and Clovis and 20 minutes in the rural areas. The District normally meets these standards unless multiple incidents are occurring or the incidents are located in a few areas that cannot be reached within the referenced time standard.¹

Table 4.6-1 includes a list of the Fresno County fire protection districts in the unincorporated areas, including number of personnel, Insurance Services Office (ISO) rating, and population served for selected districts. ISO ratings are used by insurance companies to determine fire insurance rates. The rating takes into account the number of firefighting personnel and equipment available to an area and the average emergency response times. Ratings range from 1 through 10, with one indicating excellent fire service and ten indicating minimal or no protection.

Fresno County is served by six ambulance services or agencies: American, which serves the Fresno/Clovis areas; Coalinga, which serve the Coalinga area; Selma, which serves the Selma area; Sanger, which serves the Sanger area; Sequoia Safety Council, which serves the Reedley area; and Kingsburg, which serves the Kingsburg region. The average response time for emergency calls ranges from five minutes in the Sanger area to eight minutes in the Fresno/Clovis area.

REGULATORY SETTING

There are no specific federal or State regulations pertaining to fire or ambulance protection that would reduce environmental impacts associated with the Proposed Project.

PLAN ELEMENTS

The Draft General Plan would include an Economic Development Plan to increase employment and population within the County. This would result in a buildout population of approximately 1,115,000 in the County by 2020. The Draft General Plan includes the incorporation of several areas in the County, which would increase the service area of local fire departments and decrease the service area of the County fire protection districts.

TABLE 4.6-1			
FIRE PROTECTION DISTRICTS WITHIN FRESNO COUNTY			
Fire District	Number of Personnel	ISO Rating	Population served
FCFPD	102 Full-time 250 volunteers	West of SR 99: 6 East of SR 99: 5 in residential and industrial areas around Fresno and Clovis, 6 to 8 in rural areas Eastern Foothill Area: 9	3,800 miles ² 175,000
Laton Community Service District	1 Full-time 10 volunteers	8	1,750
Riverdale Public Utilities District	1 Full-time 10 volunteers	6	
County Service Area 31B (Shaver Lake)	1 Full-time 25 volunteers	7	1,500 permanent, plus 2,000 seasonal
Fig Garden Fire Protection District	7 Full-time		approximately 600 acres
North Central Fire Protection District	39 Full-time 30 Paid call volunteers	Residential area: 5 Rural area: 6 to 8	250 miles ² 32,000
Bald Mountain Fire Protection District	16 volunteer	7	14 miles ² 74 miles ² sphere of influence
California Department of Forestry and Fire Protection, Fresno/Kings Ranger Unit	65 Full-time 80 Seasonal		1,432 miles ²
Orange Cove Fire Protection District	2 Full-time 26 volunteer	City: 5 Rural: 8	22.5 miles ²
Total	218 full-time 431 volunteer/seasonal		
Source: Fresno County General Plan Background Report, Draft, May 1997.			

The following goals and policies from the Draft General Plan apply to fire protection and emergency services:

Fire Protection And Emergency Medical Services

- Policy PF-H.1 The County shall work cooperatively with local fire protection districts to ensure the provision of effective fire and emergency medical services to unincorporated areas within the County.
- Policy PF-H.2 Prior to the approval of development projects, the County shall establish the need for fire protection services. New development in unincorporated areas of the County shall not be approved unless adequate fire protection facilities are provided.
- Policy PF-H.3 The County shall require that new fire stations be located to achieve and maintain a service level capability consistent with services for existing land uses.
- Policy PF-H.4 The County shall reserve adequate sites for fire and emergency medical facilities in unincorporated locations in the County.
- Policy PF-H.5 The County shall require that new development is designed to maximize safety and minimize fire hazard risks to life and property.
- Policy PF-H.6 The County shall limit development to very low densities in areas where emergency response times will be more than 20 minutes.
- Policy PF-H.7 The County shall encourage local fire protection agencies in the County to maintain the following as minimum fire protection standards (expressed as Insurance Service Organization (ISO) ratings):
 - a. ISO 4 in urban areas;
 - b. ISO 6 in suburban areas; and
 - c. ISO 8 in rural areas.
- Policy PF-H.8 The County shall encourage local fire protection agencies in the County to maintain the following as minimum standards for average first alarm response times to emergency calls:
 - a. 5 minutes in urban areas;
 - b. 15 minutes in suburban areas; and
 - c. 20 minutes in rural areas.
- Policy PF-H.9 The County shall require new development to develop or to pay its fair share of the costs to fund fire protection facilities that, at a minimum, maintain the service level standards in the preceding policies.
- Policy PF-H.10 The County shall ensure that all proposed developments are reviewed for compliance with fire safety standards by responsible local fire agencies per the Uniform Fire Code and other State and local ordinances.
- Policy PF-H.11 The County shall encourage local fire protection agencies to provide and maintain advanced levels of emergency medical services (EMS) to the public, consistent with current practice.

Emergency Management and Response

- Policy HS-A.1 The County shall, through the Fresno County Operational Area Master Emergency Services Plan, maintain the capability to effectively respond to emergency incidents, including maintenance of an emergency operations center.
- Policy HS-A.2 The County shall, within its authority and to the best of its ability, ensure that emergency dispatch centers, emergency operations centers, communications systems, vital utilities, and other essential public facilities necessary for the continuity of government are designed in a manner that will allow them to remain operational during and following an earthquake or other disaster.
- Policy HS-A.3 The County shall ensure that the siting of critical emergency response facilities such as hospitals, fire stations, sheriffs' offices and substations, dispatch centers, emergency operations centers, and other emergency service facilities and utilities are sited and designed to minimize their exposure and susceptibility to flooding, seismic and geological effects, fire, avalanche, and explosions, as required by State regulations. Exception to this policy shall only be allowed if the only alternative location would be so distant as to jeopardize the safety of the community, given that adequate precautions are taken to protect the facility.
- Policy HS-A.4 The County shall continue to conduct programs to inform the general public of emergency preparedness and disaster response procedures.

Fire Hazards

- Policy HS-B.1 The County shall review project proposals to identify potential fire hazards and to evaluate the effectiveness of preventive measures to reduce the risk to life and property.
- Policy HS-B.2 The County shall ensure that development in high fire hazard areas is designed and constructed in a manner that minimizes the risk from fire hazards and meets all applicable State and County fire standards. Special consideration shall be given to the use of fire-resistant construction in the underside of eaves, balconies, unenclosed roofs and floors, and other similar horizontal surfaces in areas of steep slopes.
- Policy HS-B.3 The County shall require that development in high fire hazard areas have fire-resistant vegetation, cleared fire breaks separating communities or clusters of structures from native vegetation, or a long-term comprehensive vegetation and fuel management program. Fire hazard reduction measures shall be incorporated into the design of development projects in fire hazard areas.
- Policy HS-B.4 The County shall require that foothill and mountain subdivisions of more than four (4) parcels provide for safe and ready access for fire and other emergency equipment, for routes of escape that will safely handle evacuations, and for roads and streets designed to be compatible with topography while meeting fire safety needs.
- Policy HS-B.5 The County shall require development to have adequate access for fire and emergency vehicles and equipment. All major subdivisions shall have a minimum of two (2) points of ingress and egress.
- Policy HS-B.6 The County shall work with local fire protection agencies, the California Department of Forestry and Fire Protection, and the U.S. Forest Service to promote the maintenance of existing fuel breaks and emergency access routes for effective fire suppression and in managing wildland fire hazards.
- Policy HS-B.7 The County shall require that community fire breaks be coordinated with overall fire break plans developed by the mountain and foothill fire agencies. Firebreak easements in subdivisions of more than four parcels or in built-up areas shall include access for firefighting personnel and motorized equipment. Easements shall be dedicated for this purpose.

- Policy HS-B.8 The County shall refer development proposals in the unincorporated County to the appropriate local fire agencies for review of compliance with fire safety standards. If dual responsibility exists, both agencies shall review and comment relative to their area of responsibility. If standards are different or conflicting, the more stringent standards shall apply.
- Policy HS-B.9 The County shall require that provisions for establishing year-round fire protection in foothill and mountain areas are developed where concentrations of population are such that structural fire protection is needed.
- Policy HS-B.10 The County shall ensure that existing and new buildings of public assembly incorporate adequate fire protection measures to reduce potential loss of life and property in accordance with State and local codes and ordinances.
- Policy HS-B.11 The County shall require new development to have water systems that meet County fire flow requirements. Where minimum fire flow is not available to meet County standards, alternate fire protection measures, including sprinkler systems, shall be identified and may be incorporated into development if approved by the appropriate fire protection agency.
- Policy HS-B.12 The County shall encourage and promote installation and maintenance of smoke detectors in existing residences and commercial facilities that were constructed prior to the requirement for their installation.
- Policy HS-B.13 The County shall work with local fire agencies to develop high-visibility fire prevention programs, including education programs and voluntary home inspections.

IMPACTS AND MITIGATION MEASURES

Method of Analysis

The existing fire personnel to population ratios were compared to the projected 2020 ratios within Fresno County as a whole, and within the unincorporated area of the County. The total population in Fresno County, under the Proposed Project, would be approximately 1,115,000 in 2020. The portion living in unincorporated areas would be 142,492 residents in 2020. The fire districts were evaluated for their ability to absorb future growth based on their current ISO rating and population and area served. Future specific development proposals would require a project-specific analysis to determine the staffing and equipment needs to serve new growth or to relieve existing deficiencies.

The assessment of emergency ambulance service is a qualitative review of the existing services available to the project area and a determination of whether they are adequate to serve the needs of the Proposed Project.

Standards of Significance

Fire districts with ISO ratings of 5 or more for urbanized areas and 7 or more for rural area were identified as having fire protection services which would require substantial staffing, equipment, or other fire protection service augmentation to accommodate future growth. Implementation of the Proposed Project would result in a significant impact to fire services if the Proposed Project would:

- allow new development without increases in staffing and equipment needed to maintain acceptable levels of service; or
- result in a substantial need for new, altered or expanded fire protection service not met by the Proposed Project.

Implementation of the Proposed Project would result in a significant impact to emergency services if the Proposed Project would:

- result in a new need for substantial emergency response service in an area not currently served by facilities of adequate size and capacity.

Impacts and Mitigation Measures

4.6-3 Development under the Draft General Plan would increase the demand for fire protection services from districts serving the unincorporated area of the County.

The current (1997) estimate of the population and areas served by the FCFPD is approximately 210,250 (4 districts).² Development under the Draft General Plan would result in a population increase of approximately 25,500 in unincorporated areas of Fresno County. It should be noted that the increase in population would occur with or without the project.

As discussed in the *Background Report*, the FCFPD has been adversely affected by annexation of land to the cities of Fresno and Clovis, which affect revenue generation to the District, and by tax shifts from the establishment of the Educational Revenue Augmentation Fund, which resulted in tax reductions. Future annexations would continue to decrease the tax revenue of the fire districts; however, they would also decrease the population and area of service.

As described in the Environmental Setting, the FCFPD's response standard differs for areas near Fresno and Clovis from the rural areas. As shown in Table 4.6-1, the FCFPD maintains an ISO rating of 5 to 6 in urban areas, 6 to 8 in suburban areas, and 9 in the eastern foothill area. Because these ISO ratings currently exceed the standards listed above, it would be difficult for the FCFPD to absorb future growth without an increase in personnel and facilities. Similarly, the remainder of the Fire Protection Districts that serve unincorporated portions of the County currently exceed an ISO rating of 4 in urbanized areas and 6 in rural areas (see Table 4.6-1). The expected population increase in unincorporated areas of the County would require additional fire protection services (including staff and equipment) to maintain or improve the current levels of service. Additional fire personnel and facilities would be required to serve any population increase.

The CDF contracts with a variety of other agencies within Fresno County for fire protection services. They range from full service, which is provided to the FCFPD, to fire dispatch-only agreements.

During the non-fire season period, CDF is not funded for fire protection staffing. As a result, Fresno County has contracted for winter time fire protection at various locations. These contracts provide a minimum level of fire protection at a significantly reduced cost to the County.³

The Draft General Plan does not include the specific provision of additional fire protection stations and personnel. However, General Plan Policies PF-H.1 and PF-H.2 would ensure that adequate fire protection services are provided to the unincorporated areas within the County. Policies PF-H.2 through PF-H.6, PF-H.9, and PF-H.10 would ensure that new developments are not implemented or constructed until adequate fire protection services are secured or ensured. This would ensure that new development in unincorporated areas that would require County fire protection services would not be completed until adequate services are funded and provided.

The proposed policies in the Draft General Plan would ensure that additional services and personnel are provided and that new development would not proceed until sufficient fire protection services are ensured. Therefore, this would be a ***less-than-significant impact***.

Mitigation Measure

4.6-3 *None required beyond Draft General Plan Policies PF-H.1 through PF-H.6, PF-H.9, and PF-H.10.*

4.6-4 Development under the Draft General Plan would increase the demand for fire protection services from the districts serving incorporated areas of the County.

Buildout under the Draft General Plan would result in an increase in population of incorporated portions of the County of approximately 318,600 people, including the Cities of Fresno and Clovis. This increase in population would result in a need for additional fire protection services (including staff and equipment) to maintain or improve current levels of service provided by local fire districts. The need for additional fire protection services would be provided by the Districts serving the incorporated cities. Policies and approaches to ensure adequate fire protection services are provided would be under the incorporated jurisdiction (including the cities of Fresno and Clovis). New development would contribute revenues from property taxes to each jurisdiction's general fund. This revenue could be used to fund additional facilities, if deemed necessary, in each jurisdiction. However, the County cannot control the funding or implementation timing of these services and facilities in incorporated cities; therefore, the impact would be ***significant*** within those jurisdictions.

Mitigation Measures

4.6-4 *No mitigation is available to the County to reduce the impact of development within the cities' jurisdiction.*

4.6-5 Development under the Draft General Plan would increase the demand for emergency response services.

The service population for the six ambulance agencies in Fresno County range from approximately 20,000 in the Kingsburg region to 450,000 in the Fresno/Clovis area. As discussed in the Environmental Setting above, the average response times for emergency calls range from five minutes in the Sanger area to eight minutes in the Fresno/Clovis area. It is anticipated that most of the population increase would occur in incorporated areas of the County, with the majority of that increase occurring in Fresno (230,782 residents) and Clovis (42,274 residents).

According to the *Background Report*, the Fresno County Department of Community Health does not have concerns or problems providing services to Fresno County, and the Department does not anticipate problems providing adequate emergency response service to the County residents. General Plan Policy HS-A.1 would require the County to maintain the capability to effectively respond to emergency incidents. Effective response would include the continued coordination with various other entities, including special districts, voluntary organizations, surrounding cities and counties, and State and federal agencies. General Plan Policies HS-A.2 and A.3 would ensure that emergency services are designed, located and operated to maintain service during emergencies, including earthquakes, flood, and other natural emergencies. Implementation Program HS-A.A would ensure that agreements with other local, State and federal agencies are maintained to provide for coordinated disaster response. Continued compliance with the Draft General Plan policies would ensure that this would be a less-than-significant impact in the County. However, the County cannot control the funding or implementation timing of these services and facilities in incorporated cities; therefore, the impact would be **significant** within those jurisdictions.

Mitigation Measures

4.6-5 *None required beyond Draft General Plan Policies HS-A.1 through HS-A.3 for development under the jurisdiction of Fresno County. No mitigation is available to the County to reduce the impact of development within the cities' jurisdiction.*

Effective implementation of the policies cited above would reduce this impact to a less-than-significant level for development that occurs within the County's jurisdiction. Similar measures are available to, and required by some of the cities in the County. However, the County cannot ensure that similar measures would be enforced for development (whether related to the Proposed Project or not) that occurs within other jurisdictions. Therefore, the impact may be significant and unavoidable within those jurisdictions.

PARKS AND RECREATION

ENVIRONMENTAL SETTING

Background information regarding parks and recreational services can be found in Chapter 6, Recreation, Historical and Archaeological Resources, of the *Fresno County General Plan Background Report*

(Background Report). Chapter 6.2, which describes the parks and recreation facilities in Fresno County, is hereby incorporated by reference and summarized below.

Fresno County has several regional parks, in addition to state and national parks, national forest, wilderness areas, and ecological reserves. The Fresno County Parks Division provides, develops and maintains regional parks and landscaped areas. Regional recreational facilities maintained by the division include ten developed and three undeveloped parks sites, five fishing access areas, and one boat launching ramp. The Parks Division also maintains street medians. County parks include approximately 1,165 acres of parkland, approximately 800 acres of which is developed.

Fresno County does not own or operate any golf courses, nor does it provide or manage any organized sports, education, or special events programs. County Parks Division staff is limited to park maintenance, with 13 full-time staff members, and 14 additional seasonal/summer employees. In addition to County facilities, Fresno County benefits from many other significant recreational opportunities. The County also contains several state and federal operated parks, forest lands, and recreational facilities associated with dams, reservoirs, and reserves.

REGULATORY SETTING

Fresno County Recreation and Park Plan

In 1964 the County established park standards in the *Fresno County Recreation and Park Plan*, which is also incorporated into the Fresno County General Plan, Parks and Recreation Element. According to the General Plan Background Report, the majority of the park and recreational facilities under County jurisdiction provide services for uses such as picnicking, boating and water sports, swimming, hiking, camping, and general sports. The Parks and Recreation element does not include a standard for the number of park acres or facilities per person for these uses. The Background Report stated that the unincorporated areas of Fresno County have approximately 1,165 acres of parkland and serve approximately 174,200 persons. The ratio of parkland and facilities to population for unincorporated Fresno County is approximately 6.7 acres per 1,000 population.⁴

PLAN ELEMENTS

The Draft General Plan would include an Economic Development Plan to increase employment and population within the County. This would result in a buildout population of approximately 1,115,000 in the County by 2020. The Draft General Plan includes the incorporation of several areas in the County.

The following goals and policies from the Draft General Plan (December 27, 1999 version) apply to recreational resources.

Public Recreation and Parks

- Policy OS-H.1 The County shall promote the continued and expanded use of national forest, national park, and other recreational areas to meet the recreational needs of County residents.
- Policy OS-H.2 The County shall strive to maintain a standard of five (5) to eight (8) acres of County-owned improved parkland per one thousand (1,000) residents in the unincorporated areas.
- Policy OS-H.3 The County shall require the dedication of land and/or payment of fees, in accordance with local authority and State law (e.g., Quimby Act), to ensure funding for the acquisition and development of public recreation facilities. The fees are to be set and adjusted, as necessary, to provide for a level of funding that meets the actual cost to provide for all the public parkland and park development needs generated by new development.
- Policy OS-H.4 The County shall consider the creation of assessment districts, County service areas, community facilities districts, or other types of districts to generate funds for the acquisition and development of parkland and/or historical properties as development occurs in the County.
- Policy OS-H.5 The County shall encourage Federal, State, and local agencies currently providing recreation facilities to maintain, at a minimum, and improve, if possible, their current levels of service.
- Policy OS-H.6 The County shall encourage the development of parks near public facilities such as schools, community halls, libraries, museums, prehistoric sites, and open space areas and shall encourage joint-use agreements whenever possible.
- Policy OS-H.7 The County shall encourage the development of public and private campgrounds and recreational vehicle parks where environmentally appropriate. The intensity of such development should not exceed the environmental carrying capacity of the site and its surroundings.
- Policy OS-H.8 The County shall encourage development of private recreation facilities to reduce demands on public agencies.
- Policy OS-H.9 The County shall plan for further development the Friant-Millerton area as a recreation corridor. (See Policy LU-H.8, Administration.)
- Policy OS-H.10 The County shall develop a recreation plan for the Kings River as a part of the update to the Kings River Regional Plan. The plan shall be funded with mining mitigation fees. (See Policy OS-C.10 and Program LU-C.A.)
- Policy OS-H.11 The County shall support the policies of the San Joaquin River Parkway Plan to protect the San Joaquin River as an aquatic habitat, recreational amenity, aesthetic resource, and water source. (See Policy OS-A.7.)
- Policy OS-H.12 The County shall in conjunction with the San Joaquin River Conservancy rehabilitate and improve existing recreation areas and facilities along the San Joaquin River at the earliest possible time, particularly Lost Lake and Skaggs Bridge Regional Parks.
- Policy OS-H.13 The County shall encourage the development of recreation facilities in western Fresno County.
- Policy OS-H.14 The County shall utilize retention-recharge basins as open space areas for parks and recreation purposes.

Recreational Trails

- Policy OS-I.1 The County shall develop a county-wide Recreational Trail Master Plan, integrated with existing County facilities, similar facilities in cities and adjoining counties, and on State and Federal land. The recreational trail system shall be oriented to providing safe, off-street access from urban areas to regional recreation facilities of county-wide importance.
- Policy OS-I.2 The County shall develop recreational trails in County recreation areas.
- Policy OS-I.3 The County shall encourage the preservation or advance acquisition of desirable trail routes, including linear open space along rail corridors and other public easements.
- Policy OS-I.4 The County shall require that adequate rights-of-way or easements are provided for designated trails or bikeways as a condition of land development approvals.
- Policy OS-I.5 The County shall provide for the separation of different types of users in multiple-purpose trail corridors when desirable for safety reasons or trail type needs.
- Policy OS-I.6 The County shall coordinate development of its Recreational Trail Master Plan with the San Joaquin River Conservancy concerning the proposed multi-purpose trail between Highway 99 and Friant Dam in the San Joaquin River Parkway.
- Policy OS-I.7 The County shall maintain and enforce regulations prohibiting the use of all County-developed and maintained recreational trails by motorized vehicles, except for maintenance vehicles.
- Policy OS-I.8 The County shall use the following principles in the siting of recreational trails:
- a. Recreational trail corridors should connect urban areas to regional recreational amenities, follow corridors of scenic or aesthetic interest, or provide loop connection to such routes or amenities;
 - b. Recreational trails should be located where motor vehicle crossings can be eliminated or minimized;
 - c. Recreational trails should provide for connectivity to other transportation modes such as bus stops, train stations and park-and-ride sites when feasible to enhance intermodal transportation opportunities;
 - d. Recreational trails should provide for connectivity to the on-street walkway and bikeway network when feasible to enhance non-motorized transportation opportunities; and
 - e. Recreational trails shall whenever possible make maximum use of existing public land and right-of-way.
- Policy OS-I.9 The County shall follow design guidelines published by the California Department of Transportation (Caltrans) in the Highway Design Manual, Chapter 1000 (Bikeway Planning and Design), for recreational trails.
- Policy OS-I.10 Pending adopting a Recreational Trail Master Plan, the County shall review development proposals for consistency with and accessibility to the trails in the Conceptual Recreational Trail Corridor Map (see Figure OS-1 and text box below; see also Policy OS-I.1).
- Policy OS-I.11 The County shall seek the provision of recreation trails in future foothill and mountain developments.

Fresno County Conceptual Recreational Trail List	
1. Millerton Trail	Multiple purpose trail and bikeway along the San Joaquin River/Friant Road corridor from Alluvial Avenue to Friant Road to Friant Dam.
2. Friant-Kern Trail	Multiple purpose trail along the Friant-Kern Canal from Millerton Lake to Orange Cove/Tulare County Line.
3. Copper-Auberry Trail	Multiple purpose trail from Copper Road at Friant Road to Auberry Road to the Friant-Kern Canal.
4. Auberry Bikeway	Bikeway from Millerton Road at the Friant-Kern Canal to Auberry Road to the Friant-Kern Canal.
5. Enterprise Trail	Multiple purpose trail using portions of Copper Avenue, Minnewawa Avenue, the Enterprise Canal, and Shaw Avenue to the Friant Kern Canal.
6. Dry Creek Trail	Multiple purpose trail along Dry Creek between the Enterprise Canal and Minnewawa Avenue.
7. Piedra Trail	Multiple purpose trail and bikeway on Piedra Road between Minkler and Pine Flat Dam, possibly also using the old railroad grade and Elwood Road.
8. Belmont Trail	Multiple purpose trail and bikeway along the abandoned Southern Pacific Railroad right-of-way (McKenzie Avenue alignment) between Fine and Clovis Avenues and along Belmont Avenue between Clovis Avenue and the Friant-Kern Canal.
9. Reed Bikeway	Bikeway along Reed Avenue between Reedley and Minkler.
10. Rainbow Bikeway	Bikeway between Reedley and Centerville along Highway 180, Rainbow Road, Newmark Avenue, the Southern Pacific Railroad right-of-way, and River Road.
11. Orange Cove Trail	Equestrian-hiking trail between Orange Cove and Navelencia along the abandoned Atchison, Topeka and Santa Fe Railroad right-of-way.
12. Golden State Bikeway	Bikeway between Fresno and Kingsburg along Golden State Boulevard.
13. Roeding-Kearney Bikeway	Bikeway from Roeding Park to the Kearney Trail at the intersection of Kearney Boulevard and Hughes, via Hughes, Neilsen, and Pacific.
14. Kearney Trail	Multiple purpose trail along Kearney Boulevard between Hughes Avenue and Madera Avenue
15. Skaggs Bridge Trail	Multiple purpose trail along Madera Avenue between Whites Bridge Road and the San Joaquin River.
16. California Aqueduct Trail	Multiple purpose trail along the California Aqueduct in Fresno County.
17. Nees Bikeway	Bikeway along Nees Avenue between Firebaugh and the California Aqueduct.
18. Delta-Mendota Trail	Multiple purpose trail along the Delta-Mendota Canal and the San Luis Drain from Firebaugh to Belmont Avenue.
19. Los Gatos Creek Trail	Multiple purpose trail along Los Gatos and Wartham Creeks from Los Gatos Creek County Park to Wartham Creek and Highway 198.
20. Van Ness Trail	Multiple purpose trail along Van Ness Boulevard between Shaw Avenue and the San Joaquin River bluff area.
21. San Joaquin Bluff Trail	Multiple purpose trail along the San Joaquin River bluffs from Highway 99 to Woodward Park.
22. San Joaquin River Trail	Equestrian-hiking trail from Millerton Lake to Italian Bar Road at Redinger Lake, generally along the San Joaquin River.
23. Clovis/Pinedale Railroad Corridor Trail	Multiple purpose trail along the Clovis/Pinedale Railroad right-of-way.

- Policy OS-I.12 The County shall encourage communication and cooperation with the cities of the County, the Fresno County Council of Governments, and other agencies in the County by referring proposed trail projects for review and comment.
- Policy OS-I.13 The County shall actively seek all possible financial assistance for planning, acquisition, construction, and maintenance of trails when such funding does not divert funds available for preservation and improvement of the road system.
- Policy OS-I.14 The Fresno County General Services Department shall maintain trails located within County parks, along but separated from the road way, along irrigation canals, flood control channels, abandoned railroad rights-of-way or easements, utility easements, and along flood plains.
- Policy OS-I.15 The Fresno County Public Works Department shall maintain recreational trails located within the road right-of-way as integral parts of the roadway.
- Policy OS-I.16 The County shall encourage public/private partnerships to implement and maintain trails.

IMPACTS AND MITIGATION MEASURES

Method of Analysis

The proposed acreage of recreation area to be provided under the Draft General Plan was compared to the standards listed in the *Fresno County Recreation and Park Plan* and incorporated into the Parks and Recreation Element of the General Plan. The Plan suggests four recreation zones and, using the California Outdoor Recreation Plan as a guide, each zone identifies different types of recreation activities to be included in each zone. The zones and uses are as follows:⁵

Zone 1. The recreation facilities in Zone 1 are those close to the user and includes playgrounds, city parks, zoos and pools. They receive intensive “day-use” during weekends and after work hours and are generally man-made areas. In Fresno County, these areas are normally the responsibility of cities, service, or recreation districts.

Zone 2. The recreation areas in Zone 2 are outside the community or urban areas but within an hour’s (40 miles) drive and accessible for one day (usually weekend) outings. The areas should have natural attraction for picnicking, camping, and a “natural” environment. Its service is regional or area-wide rather than being aimed at a community or single urban area.

Zone 3. Zone 3 includes exceptional recreation resources, such as those within the national forest parks, serving overnight visitors from 125+ miles distance for weekend or longer vacation stays.

Zone 4. An area extending beyond Zone 3, for variation trips of 10 nights or longer.

The majority of the park and recreational facilities under County jurisdiction provide services for Zone 2 users. Park standards for Zone 2 Recreation Facilities are shown in Table 4.6-2. The 1990 Park and Open Space Standards and Guidelines provides suggested facility design standards as guidelines that can be adapted to local needs. According to the Background Report, actual facility size and standards should be based on current survey data and parks and recreation needs assessment.

TABLE 4.6-2			
PARK DEVELOPMENT STANDARDS FOR ZONE 2 FRESNO COUNTY, 1997			
Activity	Type	Development (1)(2)	Parking Spaces
Camping	Family, tent, or trailer	Net 4 units per acre; Gross 3 units per acre	1 per unit
Swimming	Shoreline	25 feet per 150 people per day	
Boating	Trailer and non-trailer	50 boats per each 160 surface acres of water 1 launching facility per 50 boats	1 per boat
Picnicking	Family outside community	Net 8 units per acre Gross 4 units per acre	1 per unit
	Group	25 units per acre	50 per 25 units
	Wayside	16 units per acre (minimum 4 per location)	1 per unit, plus overflow for non-picnickers
Golf	18-hole	120 acres including auxiliary facilities	200
	9-hole	60 acres including auxiliary facilities	100
(1) Net units per acre: number of units per actual used area. One family, 3.5 persons, per unit. (2) Gross units per acre: allows for parking open space, buffer strips, sanitation facilities and the like. Source: Fresno County General Plan Draft Background Report, May.			

Standards of Significance

For the purposes of this EIR, impacts would be significant if implementation of the Proposed Project would:

- fail to meet the required supply of neighborhood recreation and open space facilities;
- adversely affect existing or planned future recreational opportunities; or
- exceed the capacity of regional/community recreation and open space facilities.

Impacts and Mitigation Measures

4.6-6 Development under the Draft General Plan would increase the demand for parks and recreational facilities in unincorporated areas of the County.

By 2020, the population in the unincorporated areas of the County is projected to increase by approximately 25,500. Based on the present number of 1,165 acres of parkland serving a population of 174,200, the ratio of parkland facilities to population is approximately 6.7 acres of total parkland per 1,000 population. The amount of developed parkland is approximately 800 acres.⁶ The ratio of developed parkland to population is, therefore, approximately 4.6 acres per 1,000 population.

Based on the population projections presented in Chapter 2, Project Description and Demographic Information, the unincorporated population in 2020 would be approximately 143,000. Based on the present amount of parkland, this would result in a ratio of approximately 8.2 acres of total parkland per 1,000 population and 5.6 acres of developed parkland per 1,000 population. This is consistent with General Plan Policy OS-H.2, which states that the County should strive to maintain a standard of 5 to 8 acres of improved parkland per 1,000 residents.

Maintenance of current parkland and development of future parkland are addressed in the General Plan policies, listed above under Plan Elements. Under the General Plan Goal OS-H, the designation of land for and the promotion of development of public and private recreational facilities would be encouraged. General Plan Policy OS-H.2 encourages a standard of five to eight acres of improved parkland per 1,000 residents. General Plan Policies OS-H.3 and OS-H.4 address the dedication of land and creation of funds to provide for all of the public parkland and park development needs as development occurs in the County.

Because the ratio of developed parkland to population would meet the standards for improved parkland listed in the Draft General Plan, and because the Draft General Plan includes goals and policies to promote, develop and maintain a variety of park and recreational facilities, this would be a ***less-than-significant impact***.

Mitigation Measures

4.6-6 *None required beyond Draft General Plan Policies OS-H.2 through OS-H.4.*

4.6-7 Development under the Draft General Plan would increase the demand for park and recreational facilities in incorporated jurisdictions of the County.

Buildout under the Draft General Plan would result in an increase in population of incorporated portions of the County of approximately 318,600 people which would result in a need for additional park and recreation facilities in incorporated jurisdictions. The need for additional park and recreation facilities would be provided by the incorporated cities. The ratio of parkland to resident would vary as would policies and approaches to ensure adequate park and recreation facilities are provided. New development would contribute revenues from property taxes to each jurisdictions general fund. This revenue could be used to fund additional facilities, if deemed necessary, in each jurisdiction. However, the County cannot control the funding or implementation timing of adequate park and recreation facilities in incorporated cities of the County; therefore, the impact would be ***significant*** within those jurisdictions.

Mitigation Measures

4.6-7 *None available to the County to reduce the impact of development within the cities' jurisdiction.*

SCHOOLS

ENVIRONMENTAL SETTING

Background information regarding public schools can be found in Chapter 5, Facilities and Services, of the *Fresno County General Plan Background Report (Background Report)*. Chapter 5.7, which describes school facilities in Fresno County, is hereby incorporated by reference and summarized below.

According to the *Background Report*, public school services are provided throughout the County by 35 school districts. Of the 35 school districts, 16 are unified districts providing educational services for grades kindergarten through 12. The remaining 19 districts consist of 16 elementary school districts and three high school districts. Many districts have only one or two schools.

The number of students enrolled in public schools in Fresno County, as of July 1999, was 177,213 students, with 78,942 in the Fresno Unified School District and 31,487 students in the Clovis Unified School District.⁷ This included approximately 99,160 elementary school students, 26,660 middle school students, 50,020 high school students, and 1,380 ungraded students.⁸ The total public school enrollment for the 1997-98 year was 174,924. The total number of full-time teachers in Fresno County for the 1997-98 year was approximately 8,450, with approximately 3,713 teachers in the Fresno Unified School District and 1,432 teachers in the Clovis Unified School District.⁹

REGULATORY SETTING

State Department of Education

The State Department of Education School Facilities Planning Division includes specific code sections in the California Government Code relating to siting schools. Code sections 17212, 17212.5, 17213, and 17217 refer to specific safety requirements in selecting a school site. This includes conducting thorough geologic and engineering studies on prospective school sites, ensuring that no hazardous or solid wastes have been stored on the site and the site has not been identified with any potential hazardous materials or emissions, and that if a site is selected within two miles of an airport runway or a potential runway identified in an airport master plan the Department of Transportation will be contacted.

The following is a review of those sections pertinent to the siting of new schools.

Section 17251

The State Department of Education shall:

- (a) Upon the request of the governing board of any school district, advise the governing board on the acquisition of new school sites and, after a review of available plots, give the governing board in writing a list of the recommended locations in the order of their merit, considering especially the matters of educational merit, safety, reduction of traffic hazards, and conformity to the land use element in the general plan of the city, County, or city or County having jurisdiction. The governing board may purchase a site deemed unsuitable for school purposes, by the State Department of Education only after reviewing the department's report on proposed sites at a public hearing. The department shall charge the school district a reasonable fee for each school site reviewed not to exceed the actual administrative costs incurred for that purpose.
- (b) Develop standards for use by a school district in the selection of school sites, in accordance with the objectives set forth in subdivision (a). The department shall investigate complaints of noncompliance with site selection standards and shall notify the governing board of the results of the investigation. If that notification is received prior to the acquisition of the site, the governing board shall discuss the findings of the investigation in a public hearing.
- (c) Establish standards for use by school district to ensure that the design and construction of school facilities are educationally appropriate and promote school safety.
- (d) Upon the request of the governing board of any school district, review plans and specifications for school buildings in the district.
- (e) Upon the request of the governing board of any school district, make a survey of the building needs, suggest plans for financing a building program to meet the needs. The department shall charge the district, for the costs of the survey, a reasonable fee not to exceed the actual administrative costs incurred for that purpose.
- (f) Provide information relating to the impact or potential impact upon any school site of hazardous substances, solid waste, safety, hazardous air emissions, and other information as the department may deem appropriate. Amended by Stats. 1991, c. 846 (AB 1603), 17.

The Department of Education also maintains a policy relating to the siting of schools in proximity to high voltage power lines. Required buffers include:

- 100 feet from edge of easement for 50-133 kv line;
- 150 feet from edge of easement for 222-230 kv line; and
- 350 feet from edge of easement for 500-550 kv line.

In addition, the Department recommends that a determination of railroad hazard status be made for sites in proximity to railroad tracks. The Department has a recommended guide for making such a determination, that looks at issues, such as ownership, usage, cargo, condition of track, and accident record.

Proposition 1A/Senate Bill 50

Proposition 1A/Senate Bill (SB) 50 (Chapter 407, Statutes of 1998) is a school construction measure that was approved by the voters on the November 3, 1998 ballot. It authorized the expenditure of State general obligation bonds totaling \$9.2 billion through 2002, primarily for the modernization and rehabilitation of older school facilities and the construction of new school facilities related to new growth. Of the \$9.2 billion, \$2.5 billion is targeted for higher education facilities and the remaining \$6.7 billion is targeted for K-12 facilities throughout the state.

Of the \$6.7 billion for K-12 schools, \$2.9 billion is for new construction, \$2.1 billion is for modernization of older schools, \$1.0 billion is for districts in hardship situations, and \$700 million is for class size reduction. The new construction money is available through a 50/50 State/local match program. The modernization money is available through an 80/20 State/local match program. There are a number of other program reforms that are not summarized here.

Proposition 1A/SB 50 also implements significant fee reform by amending the laws governing developer fees and school mitigation in a number of ways:

- It establishes the base (statutory) amount (indexed for inflation) of allowable developer fees at \$1.93 per square foot for residential construction and \$0.31 per square foot for commercial construction.
- It prohibits school districts, cities, and counties from imposing school impact mitigation fees or other requirements in excess of or in addition to those provided in the statute.
- It also suspends for a period of at least 8 years, a series of court decisions allowing cities and counties to deny or condition development approvals on grounds of inadequate school facilities when acting on certain types of entitlements.

A local agency cannot require participation in a Mello-Roos for school facilities. The statutory fee is reduced by the amount of any voluntary participation in a Mello-Roos however. Proposition 1A/SB 50 has resulted in full State preemption of school mitigation. Satisfaction of the statutory requirements by a developer is deemed to be “full and complete mitigation.”

The new law does identify certain circumstances under which the statutory fee can be exceeded. These include preparation and adoption of a “needs analysis”, eligibility for State funding, and satisfaction of one of four requirements (prior to January 1, 2000) identified in the law including year-round enrollment, general obligation bond measure on the ballot over the last four years that received 50 percent plus one of the votes cast, 20 percent of the classes in portable classrooms, or specified outstanding debt.

Assuming a district can exceed the statutory fee, the law establishes ultimate fee caps of 50 percent of costs where the State makes a 50 percent match, or 100 percent of costs where the State match is

unavailable. All fees are levied at the time the building permit is issued. District certification of payment of the applicable fee is required before the City can issue the building permit.

PLAN ELEMENTS

The Proposed Project would increase the population in Fresno County to approximately 1.11 million in 2020, broken out per city as listed in Table 2-5, in Chapter 2, Project Description and Demographic Information. The following goals and policies from the Draft General Plan apply to schools:

School Facilities

- | | |
|---------------|---|
| Policy PF-I.1 | The County shall encourage school districts to provide quality educational facilities to accommodate projected student growth in locations consistent with land use policies of the General Plan. |
| Policy PF-I.2 | The County shall encourage school facility siting that establishes schools as focal points within the neighborhood and community in areas with safe pedestrian and bicycle access. |
| Policy PF-I.3 | The County shall consider school district plans when designating existing and future school sites in community plans and specific plans to accommodate school district needs. |
| Policy PF-I.4 | The County shall work cooperatively with school districts in monitoring housing, population, and school enrollment trends and in planning for future school facility needs and shall assist school districts in locating appropriate sites for new schools. |
| Policy PF-I.5 | The County shall involve school districts in the early stages of residential land use planning, such as during the adoption of or updating of specific, community, and regional plans, to provide a coordinated effort for the planning of school facilities. |
| Policy PF-I.6 | The County strongly discourages the siting of schools in agricultural areas due to the growth-inducing potential of schools and conflicts with farming practices such as pesticide applications. |
| Policy PF-I.7 | The County shall include schools among those public facilities and services that are considered an essential part of the development service facilities that should be in place as development occurs and shall work with residential developers and school districts to ensure that needed school facilities are available to serve new residential development. |
| Policy PF-I.8 | The County and school districts should work closely to secure adequate funding for new school facilities. The County shall support the school districts efforts to obtain appropriate funding methods such as school impact fees. |

IMPACTS AND MITIGATION MEASURES

Method of Analysis

The Fresno County Department of Education does not have an average student generation rate that is applied to future development. However, the State of California Department of Education has

established guidelines for service levels at local schools on the basis of class size in students and facility sizes, shown in Tables 4.6-3 through 5 below.

The California Department of Finance develops County-wide population and enrollment projections. The State's Demographic Research Unit within the Department of Finance was created to serve as the single official source of demographic data for State planning and budgeting. The Unit projects the State and County population by age, race/ethnicity and sex, K-12 enrollment and high school graduates, and post-secondary education enrollment. The historical and projected enrollment for Fresno County was used to obtain an estimate of future school enrollment. Table 4.6-6 displays the projected student population, with a breakdown of students per grade level. It is not possible to determine the precise effect on individual schools, or assign anticipated enrollment increases to specific districts on the basis of these projections. Instead, these projections are intended to reflect the magnitude and general age breakdown of future school demand.

TABLE 4.6-3 ELEMENTARY SCHOOL		
School Enrollment	Without Class Size Reduction	With Class Size Reduction - K3
	Acres per 1999 Guidelines	Acres per 1999 Guidelines
450	9.2	9.6
750	13.1	13.8
1200	16.4	17.6
Source: California Department of Education, School Facilities Planning Division, <i>School Site Analysis and Development, Draft</i> , April 28, 1999.		

TABLE 4.6-4 MIDDLE SCHOOL (WITH TRACK)	
School Enrollment	Acres per 1999 Guidelines
600	17.4
900	20.9
1200	23.1
Source: California Department of Education, School Facilities Planning Division, <i>School Site Analysis and Development, Draft</i> , April 28, 1999.	

TABLE 4.6-5
HIGH SCHOOL

School Enrollment	Acres per 1999 Guidelines
1200	33.5
1800	44.5
2400	52.7

Source: California Department of Education, School Facilities Planning Division, *School Site Analysis and Development, Draft*, April 28, 1999.

TABLE 4.6-6
PROJECTED ENROLLMENT, FRESNO COUNTY

Year	K-6 (approximate)	7-8 (approximate)	9-12 (approximate)	Total (approximate)
2001	101,000	27,180	50,690	178,870
2002	100,520	27,850	51,190	179,560
2003	100,360	28,560	51,720	180,640
2004	100,660	28,820	52,780	182,260
2005	101,170	29,250	53,940	184,360
2006	102,450	29,400	54,880	186,730
2007	104,460	29,120	56,020	189,600

Source: <http://www.cde.ca.gov/dmsbranch/sfpdiv/fieldservices/mstrplng/proj10.htm>, 1998 Series K-12 Enrollment Projection, Demographics Unit, California Department of Finance, November 1998.

Pursuant to Proposition 1A/Senate Bill 50 (Chapter 407, Statutes of 1998), payment of statutory fees or alternate fees as discussed above are deemed to be full and complete mitigation of school impacts.

Standards of Significance

Implementation of the Proposed Project would result in a significant impact to public schools if the Proposed Project:

- would result in a substantial need for new, altered or expanded school facilities beyond those available or planned.

Impacts and Mitigation Measures

4.6-8 Development under the Draft General Plan would result in an increase in the student enrollment resulting in the need for additional staff and facilities.

Based on the Department of Finance enrollment projections, future growth in Fresno County would generate 104,460 elementary students, 29,120 middle school students, and 56,020 high school-age students by 2007. The Proposed Project does not include a specific number of schools to be built.

Assuming these future enrollment numbers, the present number of public schools would not be adequate to serve new development, and additional schools would be required. Because most of the growth is expected to occur in Fresno and Clovis, it is expected that the Fresno Unified School District and Clovis Unified School District would contain most of the future student enrollment growth. It should be noted that the increase in population for both the unincorporated and incorporated portions of the County would be identical with or without the project (approximately 25,500 and 318,600, respectively).

School funding would be needed for the construction and operation of new public schools. New development would contribute its “fair share” of taxes (e.g., property tax), a portion of which would support schools. In addition, the school districts could receive State funds for school construction.

General Plan Policies PF-I.1, I.3, I.7 and I.8 would ensure that adequate school facilities and funding are provided to serve projected student growth associated with new development. General Plan Policies PF-I.3, I.4, and I.5 would ensure that schools are sited and designed in new developments in cooperation from the school districts. Because the Proposed Project includes policies to plan for and build additional schools in conjunction with new development. Existing funding mechanisms would also ensure that school facilities are adequate in the incorporated areas. Therefore, this is considered a ***less-than-significant impact***.

Mitigation Measure

4.6-8 *None required.*

SOLID WASTE

ENVIRONMENTAL SETTING

Background information regarding public services can be found in Chapter 5, Facilities and Services, of the *Fresno County General Plan Background Report (Background Report)*. Chapter 5.8 of the *Background Report*, which describes solid waste facilities in Fresno County, is hereby incorporated by reference and summarized below.

Fresno County operates two active solid waste disposal facilities, or landfills: the American Avenue Landfill and the Coalinga Landfill. These landfills serve 6,000 square miles, with a population of 760,900 people.¹⁰

The County and the cities have established the American Avenue Landfill as the regional landfill in Fresno County. The American Avenue Landfill purchased additional acreage approximately 10 years ago to serve as the regional landfill. The American Avenue Landfill currently has approximately 30 years of additional capacity, based on approved permits. Portions of the unincorporated areas of the County use the Clovis Landfill and the Orange Avenue Landfill. Only a small portion of the unincorporated County's solid waste is taken to these facilities, as the Clovis Landfill serves mainly the city of Clovis, and the Orange Avenue Landfill serves mainly the city of Fresno. The Coalinga Landfill also has approximately 30 years of additional capacity; however, this landfill mostly serves the cities of Coalinga and Huron. The Orange Avenue Landfill is expected to close before buildout of the General Plan.

The four landfills in Fresno County serve an unincorporated population of approximately 178,708 and receive approximately 138,675 total tons of solid waste from the unincorporated area. This results in an average per capita generation rate of 4.25 pounds/day (.776 tons/year).¹¹

REGULATORY SETTING

Solid waste disposal is governed by California State Assembly Bill 939 (AB939). AB939 is designed to increase landfill life and conserve other resources through increasing recycling. AB939 requires counties to prepare Integrated Waste Management Plans to implement the bill's goals, particularly to divert approximately 50 percent of the solid waste generated by year 2000. AB939 requires cities and counties to prepare Source Reduction and Recycling Elements (SRRE). This Element is designed to develop programs to achieve the landfill diversion goals, to stimulate local recycling and the purchase of products containing recycled materials.

State-mandated waste reduction goals require local agencies to implement source reduction, recycling and composting activities to reduce solid waste generation by 25-percent by the year 1995 and 50-percent by the year 2000. State law requires that each city and County prepare a Source Reduction and Recycling Element and a Household Hazardous Waste Element.

PLAN ELEMENTS

The Draft General Plan includes the following policies addressing solid waste that includes a goal to ensure the safe and efficient disposal or recycling of solid waste generated in the County to protect the public health and safety.

Landfills, Transfer Stations, And Solid Waste Processing Facilities

Policy PF-F.1	The County shall continue to promote maximum use of solid waste source reduction, reuse, recycling, composting, and environmentally-safe transformation of wastes.
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- Policy PF-F.2 The County shall locate new solid waste facilities including disposal sites, resource recovery facilities, transfer facilities, processing facilities, composting facilities, and other similar facilities in areas where potential environmental impacts can be mitigated and the facilities are compatible with surrounding land uses. Site selection for solid waste facilities shall be guided by the following criteria:
- a. Solid waste facility sites shall not be located within the conical surface, as defined by Federal Aviation Regulations, Part 77, of a public use airport, except for enclosed facilities;
 - b. Solid waste facilities shall not be sited on productive agricultural land if less productive lands are available;
 - c. Solid waste facilities shall be located in areas of low concentrations of people and dwellings;
 - d. Solid waste facilities shall be located along or close to major road systems. Facility traffic through residential neighborhoods should not be permitted. It is preferable that the roadways used for solid waste transfer conform to approved truck routes; and
 - e. Solid waste facilities shall not be located adjacent to rivers, reservoirs, canals, lakes, or other waterways.
- Policy PF-F.3 The County shall protect existing or planned solid waste facilities from encroachment of incompatible land uses that may be allowed through discretionary land use permits or changes in land use or zoning designations.
- Policy PF-F.4 The County shall ensure that all new development complies with applicable provisions of the County Integrated Waste Management Plan.
- Policy PF-F.5 The County shall not allow the siting of new landfills. The County shall not permit existing privately-owned landfills to expand beyond the current capacities, which are defined in their solid waste facility permits.
- Policy PF-F.6 The County shall impose site development and operational conditions on new solid waste facilities in order to mitigate potential environmental impacts on existing and planned land uses in the area.
- Policy PF-F.7. The County has designated the American Avenue landfill site as the regional landfill to serve the incorporated and unincorporated areas of the County. The publicly-operated Coalinga and Clovis landfills may continue to operate provided the sites are operated economically and in compliance with all environmental laws and regulations. Existing publicly operated landfills may expand their existing sites.
- Policy PF-F.8 The County shall require the following siting criteria for transfer/processing stations:
- a. Sites shall be of adequate size to accommodate proposed transfer/processing station operations and vehicle storage and should be of adequate size to provide for expansion to accommodate future shifts in resource recovery technology;
 - b. Transfer stations shall be located within designated commercial or industrial areas except where commercial and industrial lands are only limitedly available within the Sierra-North and Sierra-South Regional Plans. Landfills closed under appropriate closure regulations may be considered for transfer station sites; and
 - c. Transfer station sites with direct access to or in transportation corridors are preferable.

- Policy PF-F.9 The County shall require the following siting criteria for resource recovery facilities:
- a. Sites shall be of adequate size to accommodate the proposed plant and facilities anticipated for future shifts in resource recovery and pollution control technology;
 - b. Sites should provide opportunities for steam use or development of steam users or otherwise maximize energy utilization;
 - c. Sites with existing or planned urban residential land uses downwind should be avoided; and
 - d. Resource Recovery sites with direct access to or in transportation corridors are preferable.
- Policy PF-F.11 The County shall require the following siting criteria for inert waste disposal sites:
- a. Sites shall be of adequate size to accommodate proposed waste disposal operations;
 - b. Operation of disposal sites should not increase the site elevation to above elevations of adjacent properties and should not preclude reasonable future use of the property; and
 - c. Permanent site improvements associated with inert waste disposal should be discouraged, as the inert disposal operation is a temporary operation.

Household Hazardous Waste

- Policy HS-F.8 The County shall encourage and promote household hazardous waste information and collection programs.

IMPACTS AND MITIGATION MEASURES

Method of Analysis

The expected solid waste generated by the Proposed Project is compared to existing and planned capacity of the landfills to determine impacts assuming a per capita generation rate of 4.25 pounds/day (.776 tons/year). The ultimate goal of AB 939 is to achieve a 50 percent diversion of solid waste by the year 2000. Because the current solid waste diversion rate in unincorporated Fresno County is approximately 39 percent,¹² this number is applied to the solid waste generation estimates in this analysis.

Standards of Significance

For the purpose of this EIR, impacts are considered significant if implementation of the Proposed Project would:

- generate solid waste exceeding landfill capacity or substantially shortening the life of the landfill; or
- be inconsistent with other applicable plans, policies, and regulations.

Impacts and Mitigation Measures

4.6-9 Development under the Draft General Plan would increase the volume of solid waste accepted at the County landfills.

Future development is estimated to add approximately 25,500 persons in the unincorporated areas and 318,600 persons in the incorporated areas of the County by 2020. Based on a per capita generation rate of 4.25 pounds/day (.776 tons/year), development under the Draft General Plan would result in an additional 731 tons/day (267,000 tons/year) of solid waste. With a diversion rate of 39 percent, this would result in 446 tons/day (162,870 tons/year) of solid waste to be disposed of at the County's landfills. Of this total, approximately 12,070 tons/year would be attributed to development in unincorporated portions of the County and 150,800 tons/year would be generated by development in incorporated portions of the County. It should be noted that the increase in population, and increased generation of solid waste, would occur with or without the project.

Draft General Plan Policies PF-F.1 and F.4 would ensure that new development in unincorporated portions of the County complies with the County Integrated Waste Management Plan and that waste reduction is maximized. Draft General Plan Policy HS-F.8 would provide information regarding household hazardous waste reduction and recycling efforts. General Plan Policies PF-F.2, F.3, F.6, and F.8 through F.11 would guide the siting of new solid waste facilities to minimize incompatibilities with adjacent land uses and the surrounding natural environment.

Adherence to the General Plan policies would ensure that adequate services and collection sites are provided to serve new development in unincorporated Fresno County and that household hazardous waste is adequately disposed of. The American Avenue Landfill has adequate capacity to serve the future unincorporated and incorporated population projected under the Draft General Plan. Because the additional solid waste generated by new development in both incorporated and unincorporated areas is not anticipated to adversely affect the future solid waste capacity of the County landfill facilities, this is considered a ***less-than-significant impact***.

Mitigation Measures

4.6-9 *None required.*

LIBRARY FACILITIES

ENVIRONMENTAL SETTING

Background information regarding public services can be found in Chapter 5, Facilities and Services, of the *Fresno County General Plan Background Report (Background Report)*. Chapter 5.10, pages 5-79 and 5-80, includes a description of library services in Fresno County. This information is hereby incorporated by reference and summarized below.

The Fresno County Public Library System is comprised of interdependent branches providing services to all residents. There are two regional libraries, five branch libraries, 19 neighborhood libraries, six station libraries (satellite libraries with less books, and operating hours than the branch libraries), one corrections library, the Central Library (which is the main County library and the largest), and one Bookmobile in Fresno County. Together, these libraries house a total of 858,278 books.

Library hours range from seven hours per week at the Laton Library to 55 hours per week at the Central Library. Seating capacities range from zero at the Miramonte Station Library to 261 at the Central Library. Total square footage at the various libraries range from 39 square feet at the Miramonte Station Library to 82,716 square feet at the Central Library.

According to library staff, the Fresno County libraries' levels of service are not adequate for the County's population. The libraries are open approximately one-half the hours that are considered adequate, and the budget is approximately one-third the amount desired by Library Administration.

REGULATORY SETTING

There are no specific federal or State regulations pertaining to library services that would reduce environmental impacts associated with the Proposed Project.

PLAN ELEMENTS

The Draft General Plan would include an Economic Development Plan to increase employment and population within the County. This would result in a buildout population of 1,113,785 in the County by 2020. The Draft General Plan includes the following policies addressing library facilities:

Policy PF-I.9 The County shall promote provision of library services throughout the county and create new facilities as appropriate or expand existing facilities to meet additional demand from new growth.

The goals, policies and programs in the Draft General Plan under the heading General Public Facilities and Services address general public services, including library services. These include Goals PF-A and PF-B, Policies PF-A.1 and PF-B.1 through PF-B.7, and Implementing Programs PF-A.1 and PF-B.A and B.B.

IMPACTS AND MITIGATION MEASURES

Method of Analysis

Although it is not possible to predict the exact distribution of new population growth, the general area of population growth may be determined based on the Proposed Project population projections. The assessment of library service is a qualitative review of the existing facilities available to the project area and a determination of whether they are adequate to serve the needs of the Proposed Project.

Standards of Significance

Implementation of the Proposed Project would result in a significant impact to library facilities if the Proposed Project would:

- result in a new need for substantial library service in an area not currently served by a library facilities of adequate size and capacity.

Impacts and Mitigation Measures

4.6-10 Development under the Draft General Plan would increase demand for Fresno County Library facilities.

By 2020, the increase in population in the unincorporated portion of the County would be approximately 25,500 persons, and population for incorporated areas would increase by approximately 318,600. It should be noted that the project increase in population would occur with or without the project. New residents would use the existing Fresno County Public Library System. As development occurs, revenue from property taxes would be added to the County General Fund, which could finance the expansion of future library services.

Draft General Plan Policies PF-A.1 and PF-I.9 would ensure that adequate public facilities, including libraries, are available to serve new development before development is approved. With adherence to the General Plan policies, and continued maintenance of existing library facilities, this would be a ***less-than-significant impact***.

Mitigation Measures

4.6-10 *None required beyond Draft General Plan Policies PF-A.1 and PF-I.9.*

4.6-11 Development under the Draft General Plan would increase demand for Coalinga Library District services.

New development would result in an increase in population of incorporated portions of the cities of Coalinga and Huron (by a total of approximately 6,400) who are served by the Coalinga Library District which would result in a need for additional library facilities. The need for additional library facilities would be provided by the incorporated cities. Policies and approaches to ensure adequate library facilities are provided would be under the jurisdiction of the cities of Coalinga and Huron. New development would contribute revenues from property taxes to each jurisdictions general fund. This revenue could be used to fund additional facilities, if deemed necessary, in each jurisdiction. However, the County cannot control the funding or implementation timing of adequate library facilities in the cities of Coalinga and Huron; therefore, the impact would be ***significant*** within the Coalinga Library District.

Mitigation Measures

4.6-11 *No mitigation is available to the County to reduce the impact of development within the Coalinga Library District.*

Cumulative Impacts

The cumulative context for public services is county-wide development through the year 2020.

4.6-12 Development under the Draft General Plan, in combination with other development in the County, would increase the demand for public services.

The project by itself (i.e., the growth attributable directly to the Economic Development Strategy and the Draft General Plan policies) represents a relatively small portion of the growth projected to occur in the county by 2020, because the population growth would be unchanged by the project. The impacts identified in this section for development in the cities and county, taken together, are the cumulative condition that would be anticipated by the Year 2020. The Proposed Project would contribute considerably to the following cumulative impacts:

- increased demand for law enforcement services and facilities (see Impact 4.6-2);
- increased demand for fire protection and emergency services (see Impact 4.6-4 and 4.6-5);
- increased demand for parks and recreation facilities (see Impact 4.6-7); and
- increased demand for libraries (see Impact 4.6-11).

As discussed throughout this chapter, the project would contribute considerably to these impacts because it would result in additional development in areas that are outside of the County's jurisdiction. Therefore, these cumulative impacts are considered significant. However, it should be noted that these cumulative impacts would occur within the cities, and there are mechanisms available to the cities, similar to the Draft General Plan policies under consideration by the County, that may reduce these impacts to a less-than-significant level.

Mitigation Measures

4.6-12 *None available.*

ENDNOTES

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1. Fresno County, *Fresno County General Plan Background Report*, Draft, May 1997, pp. 5-50.
 2. Fresno County, *Fresno County General Plan Background Report*, Draft, May 1997.
 3. Bill G. Richards, Deputy Chief, Fresno County Fire Protection District, written correspondence to Gina Francis, Fresno County Public Works & Development Department, June 4, 1999.
 4. Fresno County, *Fresno County General Plan Background Report*, Draft, May 1997, pp. 6-6.
 5. Fresno County, *Fresno County General Plan Background Report*, Draft, May 1997, pp. 6-5.
 6. Fresno County, *Fresno County General Plan Background Report*, Draft, May 1997, pp. 6-1.
 7. http://www.fcoe.k12.ca.us/infoplease/stats_glance_9899.htm.
 8. California Basic Education Data System,
http://www.fcoe.k12.ca.us/infoplease/eroll_cbeds_9899.htm.
 9. http://www.fcoe.k12.ca.us/infoplease/ed_stat_97_98/stats_glnc_97.htm.
 10. Fresno County, *Fresno County General Plan Background Report*, Draft, May 1997.
 11. Marion Miller, Fresno County Public Works Resource Management Planning, Waste Origin Summary, written communication, September 8, 1999.
 12. Harris Hays, Fresno County Public Works and Development, Personal communication, September 1999.